



# ADMINISTRATIVE NOTES

Newsletter of the Federal Depository Library Program

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Vol. 16, no. 10

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August 15, 1995

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## You Can Help Plan the 1996 Federal Depository Conference

We want to make the 1996 Federal Depository Conference the best one yet, and you can help! The 1996 conference, regional meeting, and Depository Library Council will be held in the Washington, DC metro area during the week of April 15-18, 1996.

Participants in the 1995 Federal Depository Conference placed the highest value on the Federal agency presentations, especially those with the latest information on electronic products and services. The repeated agency sessions drew high praise. The "new documents librarians" session and agency demonstrations of automated databases and online services were hits as well.

The Library Programs Service (LPS) is once again seeking assistance from the depository community to identify topics and speakers for the 1996 Federal Depository Conference. Suggestions already received include the following:

- additional agency on-site demonstrations of their electronic products.
- additional agency training sessions such as REIS. Due to equipment and space limitations in potential conference hotels, such sessions would have to be at an agency's own training facility.
- a new librarians' "track" during conference week to include a tour of LPS; "new documents librarians" session; small break-out sessions with GPO staff, etc.
- presentations by statistical gathering associations, including Association of Public Data Users, Council of Professional Associations on Federal Statistics, etc.

LPS needs names of specific agencies, speakers, and products to implement these suggestions. And we need more ideas from you to create a successful conference.

If you would like to volunteer as a speaker or can identify potential speakers, please contact Sheila McGarr by telephone on (202) 512-1119; by fax on (202) 512-1432; or by e-mail on <inspect@access.digex.net> no later than October 13.



## Coming Soon! Shipping Lists on U.S. Fax Watch

LPS is pleased to announce the debut of a service long desired by depository librarians: shipping lists on demand. Beginning September 5, 1995, shipping lists will be available to depository libraries through the Superintendent of Documents service called U.S. Fax Watch. (For information on U.S. Fax Watch, see Administrative Notes, v. 16, # 7.) The initial file will begin with shipping lists dated September 1, 1995.

The file will maintain copies of shipping lists for 60 days, and new lists will be loaded and available every week. All categories of LPS shipping lists will be available through this service: paper, microfiche, electronic, and separates.

Libraries should use the U.S. Fax Watch system to obtain copies of shipping lists that were previously requested from LPS via fax, phone, e-mail and mail. LPS will not fill requests for shipping lists during the 60 days they are available on U.S. Fax Watch. After 60 days, requests for shipping lists will be accepted only by e-mail or by fax. Detailed instructions on how to use the U.S. Fax Watch system to obtain shipping lists were sent in depository shipment boxes on August 8, 1995.

Please note: the quality of the copy will vary from one fax machine to another. LPS will make every effort to provide a legible copy.

Further, the copy of the shipping list sent via the U.S. Fax Watch system will not include claiming information. LPS requests that if this copy is used to claim missing items, libraries should be sure to annotate the shipping list with the depository library number to expedite the claim.

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## Handling Copyrighted Material from FBIS

It has come to the attention of the Library Programs Service that there is a serious question concerning copyright infringement pertaining to FBIS publications. The materials in these publications are translations of text from foreign open source media, which are, or are presumed to be, copyrighted. Because of legal issues involved in copyright, depository libraries must treat this material as it would other copyrighted material in the library. This stipulation does not imply impeded access, but prohibits the printing or photocopying of the material.

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### Title Changes for 3 FBIS Publications

Most of the materials formerly found in the FBIS JPRS Reports have been merged into the FBIS Daily Reports or have become supplements to the corresponding Daily Report. The titles affected are:

1. Central Eurasia FBIS Report (FBIS-USR) has become a Supplement to the Central Eurasia Daily Report
2. Central Eurasia Military Affairs: Aviation & Cosmonautics (JPRS-UAC) and Central Eurasia Military Affairs: Foreign Military Review JPRS Report (JPRS-URM) have been merged and named the Central Eurasia Military Affairs Report, which has become a Supplement to the Central Eurasia Daily Report.
3. Near East and South Asia JPRS Report (JPRS-NEA) has now merged with Near East and South Asia Daily Report.

Effective July 1, 1995, all other JPRS Reports will be renamed FBIS Reports to reflect a single product line. New class numbers and item numbers are being developed. Further information will be announced as soon as the process has been completed.

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## Fall 1995 Depository Library Council Meeting

Memphis, Tennessee! Where the Mississippi River rolls majestically past a 32-story steel pyramid. Where W.C. Handy first pushed the blues through a horn and Beale Street still keeps the beat. Where Elvis revolutionized pop music and built his home. Where the Depository Library Council will hold its fall 1995 meeting.

### COME, JOIN US IN MEMPHIS!

The fall 1995 meeting of the Depository Library Council (DLC) to the Public Printer will convene in Memphis, Tennessee from Monday, October 16 through Wednesday noon, October 18. The location of the meeting will be at the East Memphis Hilton. The hotel is located in the Clark Tower Complex in East Memphis, and the address is:

East Memphis Hilton  
5069 Sanderlin Avenue  
Memphis, TN 38117

A block of rooms has been retained for the attendees. Special room rates are \$57 per night, guaranteed through September 25, 1995. This special rate cannot be guaranteed after September 25. Reservations must be made by calling (901) 767-6666 or 1-800-HILTONS\* or by fax at (901) 683-8563. Please specify the Depository Library Council when you contact the hotel.

\* If you are advised on the 800 number that all of the special rate rooms are gone prior to September 25, please call the East Memphis Hilton Sales Manager, Ms. Amy McDaniel, on (901) 767-6666.

## REGISTRATION FORM

## FALL 1995 COUNCIL MEETING

E-mail, fax or mail to:

Mr. William Thompson  
Library Programs Service (SL)  
U.S. Government Printing Office  
Washington, DC 20401

Fax: (202) 512-1432  
E-mail: staf1lps@access.digex.net

Yes, I plan to attend the Fall 1995 meeting of the Depository Library Council in Memphis, Tennessee.

I will need a name badge. Preferred first name: \_\_\_\_\_

## Optional Tours \*

I am interested in taking a night tour of Memphis (indicate night, Sunday, Monday, Tuesday or Wednesday) \_\_\_\_\_.

I am interested in taking an afternoon tour of Memphis (specify day, Sunday or Wednesday) \_\_\_\_\_.

\* GPO will not arrange the tours but work with the hotel in scheduling. Information on discounted tour packages, with prices, will be available through the hotel, if there is an interest.

Please type or print clearly:

Name \_\_\_\_\_

Library/Office \_\_\_\_\_

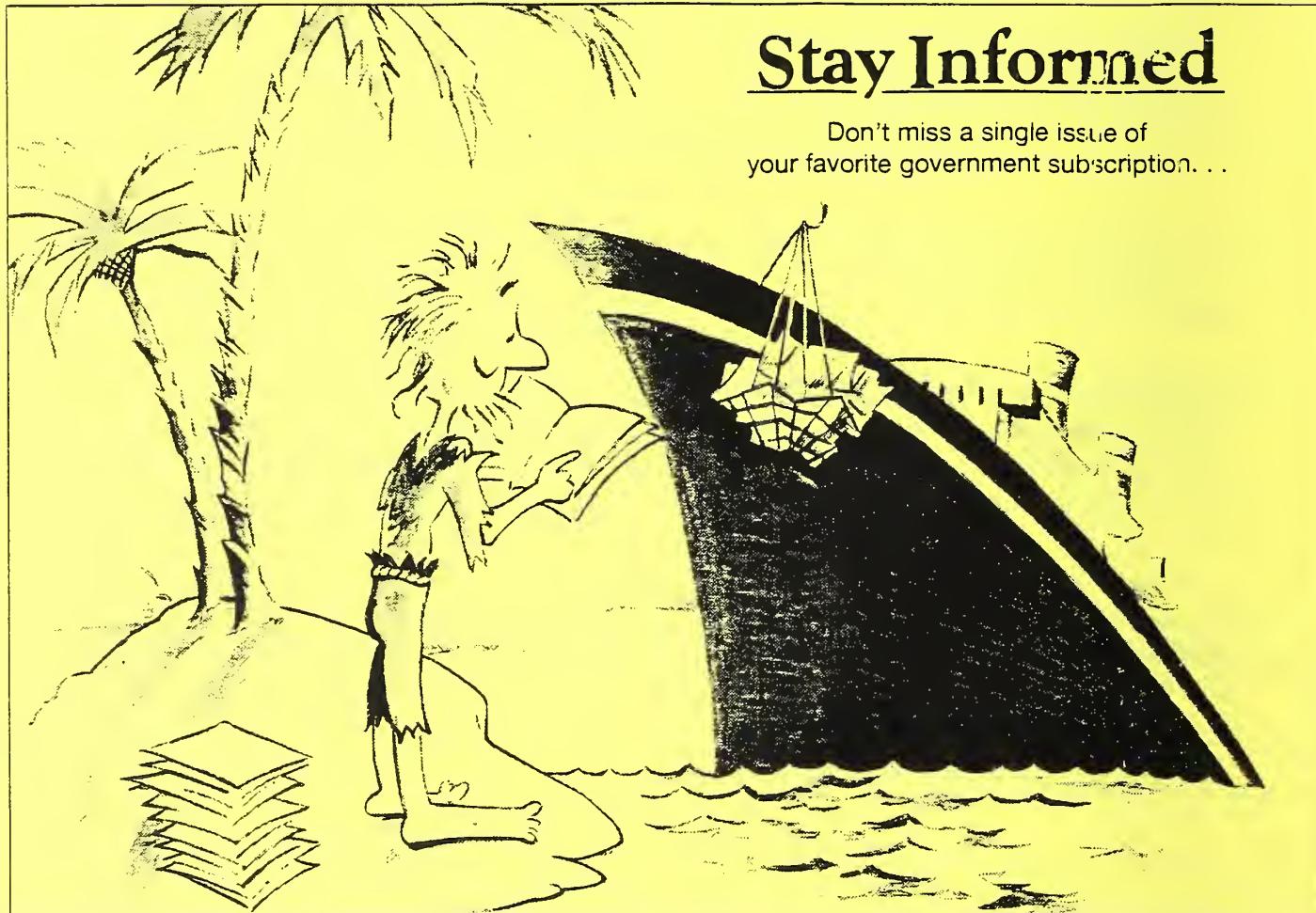
Institution \_\_\_\_\_

Address \_\_\_\_\_

City/State/Zip Code \_\_\_\_\_

Telephone (include area code) \_\_\_\_\_

LPS will seek to make accommodations for attendees with disabilities. Please specify needs when returning this registration.



## Stay Informed

Don't miss a single issue of  
your favorite government subscription. . .

## GPO Access Training Scheduled

- Thursday, October 5      Augustana College  
\* (Tentative)      Sioux Falls, SD  
                            Session 1: To be announced  
                            Session 2: To be announced

(Coinciding with the Mountain Plains Library Association annual conference, October 4-7)

- Sunday, October 15      University of Memphis Libraries  
                            Room 226A  
                            Memphis, TN  
                            Session 1: 12:00 noon - 2:30 p.m.  
                            Session 2: 3:00 p.m. - 6:00 p.m.

(Coinciding with the fall Depository Council meeting, October 16-18)

- Thursday, October 19      University of Kansas Regents Center  
                            Kansas City, MO  
                            Session 1: 9:00 a.m. - 12:00 noon  
                            Session 2: 1:00 p.m. - 4:00 p.m.

(Coinciding with the Kansas Library Association/Missouri GODORT meeting)

- Friday/Saturday  
    November 10-11      Orradre Library  
                            University of Santa Clara  
    Both days      Session 1: 9:00 a.m. - 12:00 noon  
                            Session 2: 1:00 p.m. - 3:00 p.m.

(Coinciding with the California Library Association Conference)

- Wednesday/Thursday  
    November 15-16      Los Angeles, CA  
\* (Tentative)

- Friday, Saturday  
    November 17-18      Phoenix, AZ  
\* (Tentative)      Arizona State University

\* (Further details will be released when available)

To reserve a place, or for more information, contact:

John Berger  
Office of Electronic Information Dissemination Services  
E-mail: john@eids05.eids.gpo.gov  
Telephone: (202) 512-1525  
Fax: (202) 512-1262

## Microfiche Distribution of Bound Congressional Record Resumes

The bound Congressional Record in microfiche is currently being distributed to depository libraries under item 0993-A. The bound Congressional Record has not been available in this format since the late spring of 1988. Since June 1, 1995, Information Resources, Incorporated has been converting the bound Congressional Record to microfiche format and distributing it to depository libraries.

The SuDocs classification stem X.: is being used for volumes 131-134. The class stem was changed to X 1.1: with volume 135 to accommodate the requirements of the in-house automated system.

Microfiche for the bound Congressional Record have been produced without dates and page numbers for vol. 131, parts 1-10 due to contractor error. The Library Programs Service regrets that these fiche cannot be reissued. The affected volumes are listed below, with page numbers noted for each volume. Steps have been taken to ensure that future fiche are issued correctly.

SuDocs	Shipping List	Beginning Date	Ending Date	Page Numbers
X.99/1:131/pt.1	95-0499-M	January 3, 1985	January 30, 1985	1 to 1359
X.99/1:131/pt.2	95-0519-M	January 31, 1985	February 20, 1985	1361 to 2875
X.99/1:131/pt.3	95-0519-M	February 21, 1985	February 28, 1985	2877 to 4274
X.99/1:131/pt.8	95-0525-M	March 4, 1985	March 19, 1985	4275 to 5671
X.99/1:131/pt.8	95-0525-M	March 20, 1985	April 1, 1985	5673 to 7007
X.99/1:131/pt.8	95-0525-M	April 2, 1985	April 18, 1985	7009 to 8539
X.99/1:131/pt.7	95-0525-M	April 22, 1985	April 30, 1985	8541 to 9980
X.99/1:131/pt.8	95-0541-M	May 1, 1985	May 8, 1985	9981 to 11236
X.99/1:131/pt.9	95-0541-M	May 9, 1985	May 20, 1985	11237 to 12701
X.99/1:131/pt.10	95-0546-M	May 21, 1985	June 4, 1985	12703 to 14265

## Correction to OPM Mainstreet Phone Number

The July 15 issue of Administrative Notes (v. 16, #9) contained an incorrect phone number for the OPM Mainstreet bulletin board. The correct phone number is: (202) 606-4800.



## LPS Can No Longer Process Inquiries on Publications Cataloged Prior to July 1976

The Library Programs Service currently has a backlog of 500 depository library inquiries that need to be researched. In light of existing staff limitations and effective immediately, LPS can no longer research classification number inquiries for publications cataloged prior to July 1976.

Depository libraries are advised to add another digit to the class number, based on the procedures for locally assigned classification numbers outlined in the GPO Classification Manual (GP 3.29:P 88/993). All inquiries which fall into this category and have not yet been researched will be returned to the libraries.

When submitting inquiries for publications or for direct mail claims, please use GPO Form 3794 and completely fill out the library's name, address, and telephone number. For publications with classification problems, or to inquire about inclusion of specific titles in the Federal Depository Library Program, please include photocopies of title pages, etc., to help LPS staff clearly identify publications. Inquiry forms should be sent to:

Library Programs Service (SLLA)  
Depository Administration Branch  
U.S. Government Printing Office  
Washington, DC 20401  
Fax: (202) 512-1636



## **New Feature Now Available on GPO Access: Adobe Acrobat PDF Files for the 1995 Congressional Record Online**

Effective immediately Adobe Acrobat Portable Document Format (PDF) files are available for the 1995 Congressional Record Online via GPO Access. Users who connect to GPO Access via the Web or with WAIS client software can view and print typeset pages of the Congressional Record using the Acrobat Reader software.

### **Update Schedule**

The PDF files will usually be available at the same time as the ASCII text files for the Congressional Record. Occasionally there may be a delay of a few hours to accommodate production schedules. If the PDF files for the current day are not yet available when you select the PDF option for viewing, a message will appear saying "No PDF file available for this document." If this occurs, please wait for at least 15 minutes and try again. The PDF files will be posted as soon as they are available. DO NOT CALL the GPO Access User Support Team to report missing PDF files unless the missing files are from an old issue or there has been a delay of over three hours on posting files from the current issue.

### **Reminder**

The Congressional Record published on Friday, July 28, 1995, will be the issue dated July 27, 1995, and will report the actions of Congress from Thursday, July 27.

**Obtaining the Acrobat Reader:** If you do not have the Adobe Acrobat Reader, a free copy can be downloaded by anonymous FTP from [ftp.adobe.com/pub/adobe/applications/acrobat](ftp://ftp.adobe.com/pub/adobe/applications/acrobat) or through the Web site at <http://www.adobe.com/software.html>. Readers are available for Macintosh, Windows and some Unix systems.

### **For Assistance**

Contact the GPO Access User Support Team by Internet e-mail at [help@eids05.eids.gpo.gov](mailto:help@eids05.eids.gpo.gov); fax at (202) 512-1262 or phone at (202) 512-1530. The User Support Team is available from 7 a.m. to 5 p.m. Eastern time, Monday through Friday, except Federal holidays.



**Wayne P. Kelley  
Superintendent of Documents**

**Prepared Statement before the  
Committee on House Oversight on  
Revision of Title 44, U.S.C.**

**Tuesday, August 1, 1995  
1310 Longworth House Office Building  
10 A.M.**

Mr. Chairman and Members of the Committee, I appreciate the opportunity to appear before you today in the context of Government printing reform. As the Superintendent of Documents of the U.S. Government Printing Office (GPO), I manage two of the basic programs by which the American public gets information from and about our Government: the Federal Depository Library Program (FDLP), and the Documents Sales Program. I will concentrate today on the depository library program, as it is the fundamental means which guarantees to the public equitable access to Government information, at no charge to the user. In reality, the 1,391 depository libraries, and the expert staff in those libraries, are the Government information infrastructure for the Nation. It should be noted that changes which affect the FDLP may also affect the Documents Sales Program, which employs similar mechanisms to obtain publications.

A 1989 study, performed under contract by Information Management Consultant Services, Inc., collected data from about 80% of the academic and public depository libraries. Based on this partial subset of the depository system, "the results from this survey estimate a minimum of 167,000 users, per week, of Government depository material in academic and public libraries." Depository libraries also serve the American people in ways that we in Washington could never anticipate. I want to recount for you just two living examples of what this Program means.

**Citizens Get Assistance**

The depository at the Arcadia, California, Public Library recently had a dramatic impact on the life of a two year-old child. His mother, seeking information on how to locate abducted children, was referred to the library by local officials. The child's father had kidnapped him from his home and taken him to Iraq.

Using information provided through the Federal Depository Library Program, the library was able to provide the child's mother with expert sources to identify names and addresses of government offices in Iraq and names and addresses of Foreign Consular offices in the United States. She also used a U.S. Department of State document entitled International

Parental Child Abduction, which includes chapters on abduction abroad, searching abroad, the role of the U.S. Central Authority and a step-by-step guide on how to conduct a search. Forms for photocopying include the Department of State form "Application for Assistance under the Hague Convention on Child Abduction." The connections made through the library's depository collection were instrumental in helping this young mother locate and ultimately recover her son.

## Business Saves Jobs

Another example illustrates the value of the FDLP to the business sector. Southern New England Telecommunications (SNET) uses the documents collection at Yale University in New Haven, Connecticut. SNET, which employs over 9,000 workers in Connecticut, is being downsized because of increased competition in a changing industry. Connecticut's recession has resulted in the loss of 156,000 jobs between 1989 and 1993, more jobs lost than in the three previous recessions combined. In order to preserve jobs, SNET has embarked on a full-fledged effort to reduce overhead costs where possible. This means that cost-effective access to publicly-available information, such as subscriptions to periodicals, census data, and economic statistics issued by the Government is crucial.

SNET reports that the depository library staff at Yale has been extremely helpful in helping fully utilize Government information resources that no longer can be purchased by SNET due to budget constraints. Whether it is data from the Regional Economic Information System, Department of Defense reports, the Monthly Labor Review, the National Trade Data Bank or others, businesses need depository services more than ever. SNET, and many other companies facing economic hardships, cannot afford to purchase Government information in the open market.

Depository libraries have helped many Americans use Government information to find jobs, plan a small business, become U.S. citizens, research material for importing/exporting and read daily reports from the Federal Register and Congressional Record. Depository librarians provide excellent assistance to users seeking the best sources to meet their needs. They maintain a useable collection and network with other congressional district depositories in the surrounding areas to ensure the public's access to material. The FDLP is an important information resource for the public, and its effectiveness should be studied carefully before any changes are made..

## Principles of Free Access

Although the Government Printing Office (GPO) has administered the FDLP for one hundred years, providing Government information to selective libraries can be traced nearly to the founding of our Nation. In 1813 Congress passed legislation [3 Stat. 140] to ensure the provision of the House and Senate Journals and other Congressional documents to certain libraries. Originally vested in the Secretary of State, and later the Secretary of the Interior, the responsibility for distributing publications was transferred to GPO by the Printing Act of 1895. This law, the direct antecedent of Title 44, United States Code, centralized printing,

transferred the office of Superintendent of Documents to GPO from the Department of the Interior, and expanded the scope of publications and types of libraries in the Program.

From the beginning the Federal Depository Library Program has been built upon these underlying principles:

- A well informed citizenry, cognizant of the policies and activities of its representative Government, is essential for the proper functioning of democracy; information provided by Government documents is a primary means for citizens to keep informed;
- The public has a right to Government information which has been prepared and published at public expense;
- The Government has an obligation to ensure availability of, and access to, this information at no cost to the user;
- The material provided through the FDLP is a permanent and official source of Federal information; and
- The public, the participating libraries, and the Federal Government all benefit from the efficiencies afforded by a centralized distribution system, such as the Federal Depository Library Program, which ensures wide availability of Government publications at no charge to the user.

## **Federal Depository Library Program**

Today there are 1,391 depository libraries, with one in nearly every Congressional district. Fifty-three "regional" depositories receive virtually all publications distributed through the Program for permanent retention to ensure that archival resource collections of Government documents remain available throughout the United States.

The remaining "selective" depositories may choose to receive only specific categories of publications to meet local needs of their clientele and Congressional District. In return for receiving Government material at no cost, the depository libraries must make the information available to the public, and provide appropriate assistance to users.

As authorized by the "GPO Access" Act, P.L. 103-40, GPO is providing online Government information to depositories and the public. The GPO Access online interactive system, which began operating in June 1994, is provided to depository libraries at no charge, with the costs paid from the Superintendent of Documents' Salaries and Expenses Appropriation (S&E). GPO Access databases include the Federal Register, the Congressional Record, the Legislative Service, and the General Accounting Office reports. We expect to have the House and Senate Reports available online soon.

Over 500 depositories offer the GPO Access system. Depository libraries may provide GPO Access to the public at differing levels of service, ranging from on-site use within the library; to gateway services, for off-site public users who connect from their classroom,

home, or office. With the gateways, GPO and the FDLP are breaking down the traditional barriers of distance and time, giving users free use of GPO Access 24 hours a day, seven days a week. Twenty gateways are open in 18 states and the Nation's capital. GPO's goal is to have at least one public gateway in each state. Over 15,000 users per month use GPO Access through depository gateways.

We have recently opened the "Pathway to Government Information," our new Superintendent of Documents World Wide Web site. This Internet site connects users to GPO Access and to other Government online resources. By using our locator service, users can identify all depositories in their area, or pinpoint those which offer GPO Access online. They can identify publications of interest to them, and then be directed to specific depository libraries which have selected those publications. Or they can identify items of interest in our Sales Program and be directed to one of GPO's 23 bookstores.

### Program Expenses and Efficiencies

For FY 1996 we have requested \$30.307 million for the Salaries and Expenses Appropriation (S&E) of the Superintendent of Documents, consisting of:

Depository Library Distribution Program	\$25,618,000
Cataloging and Indexing Program	\$3,354,000
By-Law Distribution Program	\$836,000
International Exchange Program	\$599,000

The core of the FDLP has been, and continues to be, print format publications distributed in either paper or microfiche, which provide permanence, ease of use, and equitable access to the public at large. In FY 1995, we estimate that depository libraries will receive over 21.5 million copies of over 64,400 individual Government publications, in addition to the GPO Access online services. Based on the total budgets for the Depository Library Distribution and Cataloging and Indexing Programs, this means that GPO delivers these publications to depository libraries, fully cataloged so that the public can identify and locate them, for an average cost of \$1.36 per copy, or roughly the price of a child's comic book. In FY 1996, we expect to do even better for the taxpayer, delivering each copy at an estimated average cost of \$1.25 per copy.

One hundred and thirty-two FTEs are allocated to these two programs, so each employee serves about 10 of the 1,391 depositories. The efficient use of funds and FTEs is possible because of the close historic linkage between the production of publications through the GPO and acquiring and cataloging those publications for libraries. Should this linkage be severed a probable outcome is that an enormous amount of Government information will no longer be available to the public through the FDLP.

### Centralized Collection Works

As the Public Printer has noted, we have very serious concerns with some of the legislation being considered by this Congress, and the potential damage to public access to

Government information which could result. GPO does not believe that erecting additional barriers to citizen access to Government information is in the Nation's interest.

Centralizing Government printing through the GPO has proven an effective mechanism to obtain Government information for the FDLP and the Documents Sales Programs. Agencies are required by 44 U.S.C. Sections 1901, 1902, and 1903 and by the policy guidance expressed in OMB Circular A-130, to make their information products, with very few exceptions, available to the Superintendent of Documents for distribution to depository libraries.

Agencies do not bear the printing and binding costs or CD-ROM replication costs for depository library copies if the product is printed or procured through GPO. If deliverables are not printed or procured through GPO, the agency must pay for the printing and binding costs, software licensing, etc., of depository library copies. In all cases, GPO bears the expense of distributing the publications.

When agencies produce or procure their information products through GPO, our staff decides which products to acquire for the different dissemination programs, and how many copies to order. We obtain copies by attaching "riders" to agency print orders. This rider process is an economical and effective means for the Superintendent of Documents to obtain publications, and is virtually transparent to the publishing agencies. Keeping this effective system working is one reason to critically examine any proposal which separates GPO's dissemination programs from the printing and production processes. Severing this vital link would lead to additional administrative costs while risking timely and cost-effective public access to the information.

### **Electronic Safeguards Needed**

The context of this Hearing is revision of Title 44 of the U.S. Code. Despite my interest in revising the statute, we must exercise caution in this process.

The need for caution arises out of the emergence of electronic information dissemination technologies. These technologies will revolutionize the businesses of printing and publishing. They will shrink the time between authoring and information delivery much like moveable type, electric power, and air mail delivery did in the past. They will eliminate the disadvantages of distance and office hours.

But for a democracy with an open government these technologies also present certain dangers. These dangers arise out of the potential loss of safeguards that have been built into the printing process over the years. In the course of its production, a publication printed at GPO becomes "official"--it is cataloged into the Government database of official publications, it serves as the reference against which other editions are compared. It is made available to all citizens equally.

Technology now presents us with the ability to record congressional activity live, transmit it from the floor to an online service, and make it available instantaneously to networked

computer users around the world. Against the benefits inherent in this arrangement, though, are some very real dangers.

A publishing entity may exert control far beyond creation and initial transmission of a document. It would be possible to alter the record to favor a particular point of view, to give prominence to some documents and to "hide" others, to delay transmission, to change history with a keystroke. And whatever the controlling organization said was the "official" version would be the official version--just because that agency said it was. The specter of novelist George Orwell's fictional government "Ministry of Truth" could easily become a reality in the public mind.

## Current Protections

The current safeguards against these dangers reside in the process by which printed publications are produced. They are proofread by their publishing components. They are cataloged and readily located in a compilation of Government publications. The printed edition becomes the "official" text that rules in event of discrepancies between editions. Copies are made and are available at colleges, universities, and public libraries across the country.

The public may purchase copies at reasonable cost from the Government Printing Office and its bookstores. Private sector distributors also have a central, reliable source for obtaining copies with customer service assistance for electronic publications.

In revising Title 44 to incorporate electronic publishing, these safeguards should be preserved. An "official" edition, with necessary protections against manipulation, should be produced. Cataloging will help people find items and will help assure all publications are equally accessible. There should be a guarantee of long-term preservation of electronic publications in formats acceptable for final delivery to the National Archives. And some mechanism is required to ensure that the people who do not have access to these wonderful computer technologies -- and today that is most Americans--will still have access to the written record of their Congress and the published works of their Government.

There is no evidence that print documents are disappearing from the scene. The Library of Congress, for instance, reports that its print acquisitions are growing. Increasingly, it has been shown that electronics are supplementing, rather than supplanting, print formats. It is not clear that electronics provide a cost and utilization advantage over print in every case. For example, low cost consumer-oriented publications in print format are not easily or wisely replaced by computer-based information programs. It is not clear that depository libraries, and most importantly their patrons, view electronic formats more favorably than paper formats in every case. In many cases, particularly for information of an archival nature, paper is still the preferred format. Not every depository library currently has the capability to access electronic information. For example, using the World Wide Web, a graphical user interface to the Internet, requires a fairly high-end PC. Only half of the depositories have even one 486 class PC available for public users; and only 9% have more than four 486s for public use.

## Transition to Electronics

We are already moving on a transition in the FDLP, from the delivery of Government information to depository libraries in paper and microfiche to electronic formats. We are also shifting, where appropriate, toward on-demand or just-in-time delivery of electronic information to depository libraries and to the public from centralized Government Printing Office (GPO) resources or through secondary connections to other Government information providers.

Ultimately, tax dollars, whether local, state, or Federal, support most libraries. The depository program, with centralized procurement and distribution and 1,391 local outlets, exemplifies a working Federal/state/local partnership, in which the direct service to the public has already been devolved from the Federal level. Depository libraries match every Federal dollar spent with three to five dollars of their own to pay for their share of the program--space, utilities, staff, training, equipment, and so on. The drive to push electronics at the expense of print media will in effect push an unfunded mandate back on the libraries if they have to buy unplanned-for equipment and damage the partnership they have shared with GPO in this program for a century. A change of this magnitude in the FDLP should only be made following full consultation with all the partners in the depository program--publishing agencies, GPO, depository libraries, and library users--and this hearing is a good first step in that process.

The transition to electronic formats should not be done precipitously or without adequate funding necessary for an orderly transition. Otherwise there may be a substantial loss of information entering the depository program, severely undermining the public's right of access to Federal information. We intend to increase dissemination of electronic information by implementing plans previously announced to the depository libraries for a measured transition over the next three years.

The first stage of this transition will consist of a study of the options for the methods and formats of electronic dissemination, the costs and benefits of various distribution options, the capabilities and resources required of depository libraries, the electronic dissemination plans and needs of publishing agencies, and the needs of users. We intend to present the results of this study and an implementation plan in 1996.

The Federal Depository Library system of 1,391 community libraries nationwide has been America's way of providing public access, cost-effectively, for more than 100 years. The depository program, with its history of local support exceeding Federal contributions, is truly a national treasure. It should be used to assist citizens who have neither the computers nor the skills to access electronic information on their own.

I urge the Committee to consider the vulnerability of electronic publications to manipulation and control as it works to bring Title 44 into the electronic era. The integrity of Government information is as critical to the Members of Congress and to the legislative process as it is to the American public.



# Depository Law Libraries Serving the Public

## Remarks by

### Greta Boeringer, Library Inspector

Before the American Association of Law Libraries,  
Government Documents Special Interest Section

July 16, 1995  
Pittsburgh, PA

I am a law librarian, with both the MLS and the JD and two years of law library experience. As a Federal depository library inspector for the past three years, I have inspected 228 depositories, 41 of them law libraries. Federal depository law libraries include court libraries, both Federal and State, Federal agency depositories, and academic law libraries. Some other types of libraries have well developed law collections. I'd say that some of the finest depositories out there are law libraries, but I may be a little prejudiced.

Unfortunately, we have a bad reputation for not being accessible by the public. I think this reputation is unfair given the service most law libraries offer. Unfortunately, however, even I have been turned away at the door of several Federal depositories, some of them law libraries. The Chief of Depository Services asserts that most complaints from the public concern law libraries and how to gain access to them. This may reflect the sophistication, shall we say, of our patron base, but it is also evidence of the desperate need that law library depositories serve. So, while the reputation may have a grain of truth in it, we, dedicated depository law librarians, are the ones who can see to it that the bad part of our reputation isn't deserved. Maybe we can even turn it around and finally get the credit we deserve.

I want to begin by talking about how law libraries got into the Federal Depository Library Program (FDLP) to begin with. The law library with the oldest designation date in our system is Louisiana State University, designated in 1929. What an auspicious year to be designated! Just before the Government began to expand in the 30's and 40's! Before the Depression, before the New Deal!

Forty-two law libraries were designated prior to 1978, which is the year that academic law libraries were added to the list of libraries that can be designated under 44 U.S.C. 1916. So those 42 libraries were designated another way, perhaps as a Representative or Senatorial designation. Some of those libraries are still so designated.

If your library has other than a law school designation, you may want to change your designation to "law school" in order to free up a designation for another library, particularly the 4 that are Senatorial designations, which can be placed anywhere in a state. Something to think about. It is only a procedural change by GPO for the Directory of U.S. Depository Libraries. It does not affect shipments or services.

Let's talk about 1978. Four bills were introduced in the 95th Congress, first session, to designate law libraries as depositories: HR 4748, HR 4751, HR 5352, and HR 6033. Each bill died in committee. Documents to the People (DTTP) reported on a hearing held by the House Administration Committee's Subcommittee on Libraries and Memorials on HR 4751 on June 22, 1977. Present at the hearing were: Francis Buckley from Detroit Public representing ALA, Kenneth Pye, Chancellor of Duke University representing AALS, Jane Hammond from Cornell representing AALL, and Margaret Leary representing her own institution. The hearing was also attended by Eileen Cooke of the ALA Washington Office. Because this bill died, the hearings were never published and Buckley's piece in DTTP is the only published record of the hearing. I contacted Margaret Leary and AALS and obtained written statements, including Jane Hammond's. They make very interesting reading.

When the academic law libraries were added to the list of libraries permitted to become depository libraries, I believe it was intended that law libraries make their entire collections available. Law library collections provide a context for the primary sources available through the Federal Depository Library Program in the form of cases interpreting the laws and regulations and law reviews and treatises discussing them. I believe that this was the legislative intent. I believe this was what those law librarians speaking at the hearing on the law envisioned: That only law libraries that could open their libraries to the public would contemplate and/or retain depository status.

Listen to the witnesses in 1978:

Jane Hammond: "I believe the depository library system should include law school libraries as a specific category in order to assure access by the general public to specialists in legal materials who can guide them in their search for answers to their legal problems."

Margaret Leary: "The public's ability to use documents would be enhanced particularly to the extent that users of documents also need access to non-documental, commercial supplemental material."

All the witnesses assumed that academic law libraries that were designated depository would open their entire collections to the public. A number of depositories, including some law libraries, especially those in urban areas, are restricting public access to depository materials only. Now you and I know that one cannot do legal research using only depository materials. Supporting reporters, and indexes, and annotations are needed. I would urge any library that cannot open its entire collection to the public to seriously reconsider its participation in the Federal Depository Library Program.

Finally, still in the 95th Congress, 1st session, HR 8358 was introduced and House Report 95-650 was published. It states: "Law school libraries increasingly assist members of the public in the use of Government documents. The ready availability of digests, indexes, treatises, hornbooks, encyclopedias, law reviews and periodicals, as well as of librarians who are specialists in legal research, enhance both the use of Government documents and the interpretation of their contents. Law School libraries, with their wealth of supporting materials and personnel, not only make Government documents available to the public, they make them useful to the lay researcher."

This should really be our goal as Federal depository libraries. And most of us see our mission in this way and are doing this.

The bill passed as P.L. 95-261 and was published at 92 Stat. 199 (1978) and was codified at 44 U.S.C. 1916. And the rest is HISTORY!!

What does our history tell us? What is the moral imperative? As law libraries, we have more to offer the Federal Depository Library Program than any other type of library. Legislative materials form the core of the FDLP. They are the real reason the program was begun. We law librarians have the skills and the expertise to ensure that these vital resources are fully exploited.

We can teach others to more fully utilize the depository resources they receive. Some examples: Offering legal research training to other depository librarians as part of local cooperation, state GODORT meetings, etc. Offering legal research training to non-law librarians of all types and explaining the FDLP as part of that training. We stand to benefit from our own efforts because we empower the librarians in question to fully exploit the resources in their own libraries. They will be able to find all the answers their own collections hold. Additionally, when they refer a patron to the law library, the patron will have a much more developed question and will already be clear on the limits of legal advice we can give, etc.

Another way this is done is a model used in New York City. They have an active training program. Librarians are even invited to audit legal research classes taught to law students by the law librarians. In addition, METRO has a legal reference hotline. Law libraries sign up to be available to member libraries to help them with legal reference questions. This program is described in detail in the Proceedings of the 3rd Annual Federal Depository Library Conference (1994) at pages 39 and 45. One last element of the METRO program is a union list of law holdings called the lex locator.

Don't just assume that this type of work is only relevant in the big city atmosphere of the "big apple." In Arkansas, we had similar programs, but not the hotline, since our library was WIDE open to the public. Before I left Arkansas I was the program chair for GODORT and we offered a joint program with the Reference Round Table on legal research that was very well attended and taught by law librarians. We had a union list of legislative research materials. Contributing libraries included law libraries and depositories. We distributed to law firm libraries and other libraries in addition to the participants. No place that has a law library depository is too small to benefit from an active outreach program.

### **How is dropping depository status done?**

There have been discussions on both the LAW-LIB and GOVDOC-L listservs concerning the pros and cons of remaining a depository and how to go about relinquishing depository status. The procedure is simple.

Write a letter addressed to the Superintendent of Documents telling why your library wishes to relinquish its status and give an effective date. GPO will send letters regarding

disposition of the collection to the Regional and your library. The library will contact the Regional, listing what materials they wish to retain. The Regional can take any materials it wants, and will provide directions for disposition of the remainder. Yes, it is that simple! And yes, the Regional can have anything it wants, anything that came depository.

### **Mixed messages about selecting**

Selections for law libraries is a sticky issue. Law libraries as a group probably tend to have our most expensive profiles. The hardbound books like the United States Code and the Serial Set are the most expensive things we distribute. You can actually see them on a pie chart of our costs. [See Administrative Notes, v. 13, #16, 8/15/92, p. 9.] So our bean counters would like to see law libraries go wholesale in microfiche only, or to reduce selections of expensive titles.

Law libraries are also one of the most consistent types of depository libraries that we have. Unlike public or academic libraries which range in size and depth and emphasis, academic law libraries tend to hover right around 300,000 volumes and be serving similar clientele. Often a larger law library just means additional sets of the National Reporter System, or an older treatise collection, it doesn't affect depository selections. The average item selection rate for a small academic law library with between 0-150,000 volumes is 7%; for medium size with between 150,000-600,000 volumes it's 13%; for large with over 600,000 volumes it's 16% (see Administrative Notes, v. 13, #22, 11/15/92, p. 5).

So when I see a law library with a selection rate that is much lower than other similar law depositories, I look for a reason which should be written in the collection development policy, or in a written agreement with a nearby depository library.

If the library can't articulate a reason for a low selection rate, I can't help but suspect that the depository is replacing expensive subscriptions. Then I look to see if the library has made a commitment to the FDLP, whether there is outreach, is the public welcome, does the community use this library, does the librarian stay in touch with other documents librarians?

So those are the two pressures that result in mixed messages about selections. First, the expense of having law libraries in the program is palpable, and all of us are looking for ways to reduce costs. However, if a law library has reduced selections below a certain point, no doubt retaining the most expensive titles, does the depository operation lose effectiveness as a depository? A certain level of selections has to be maintained to do this. And that is what we are striving for. It is important not to become so caught up in reducing costs that we lose sight of our mission. When we no longer serve, we no longer deserve funding, no matter how little we cost. So no false economy. Don't wastefully select, but get what you need to be effective.

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